

**February 11, 12, 13, 2003**



# Iowa Department of Corrections



## Presenters for February 11, 2003

**John Baldwin**, Interim Director

**Jeanette Bucklew**, Deputy Director, Western Region

**Larry Brimeyer**, Deputy Director, Eastern Region

**Dan Craig**, Director, First Judicial District

**Curt Campbell**, Director, Eight Judicial District



# **ISSUE: Growth of Inmate Population**

## **Discussion Topic: Alternatives to building new prisons.**

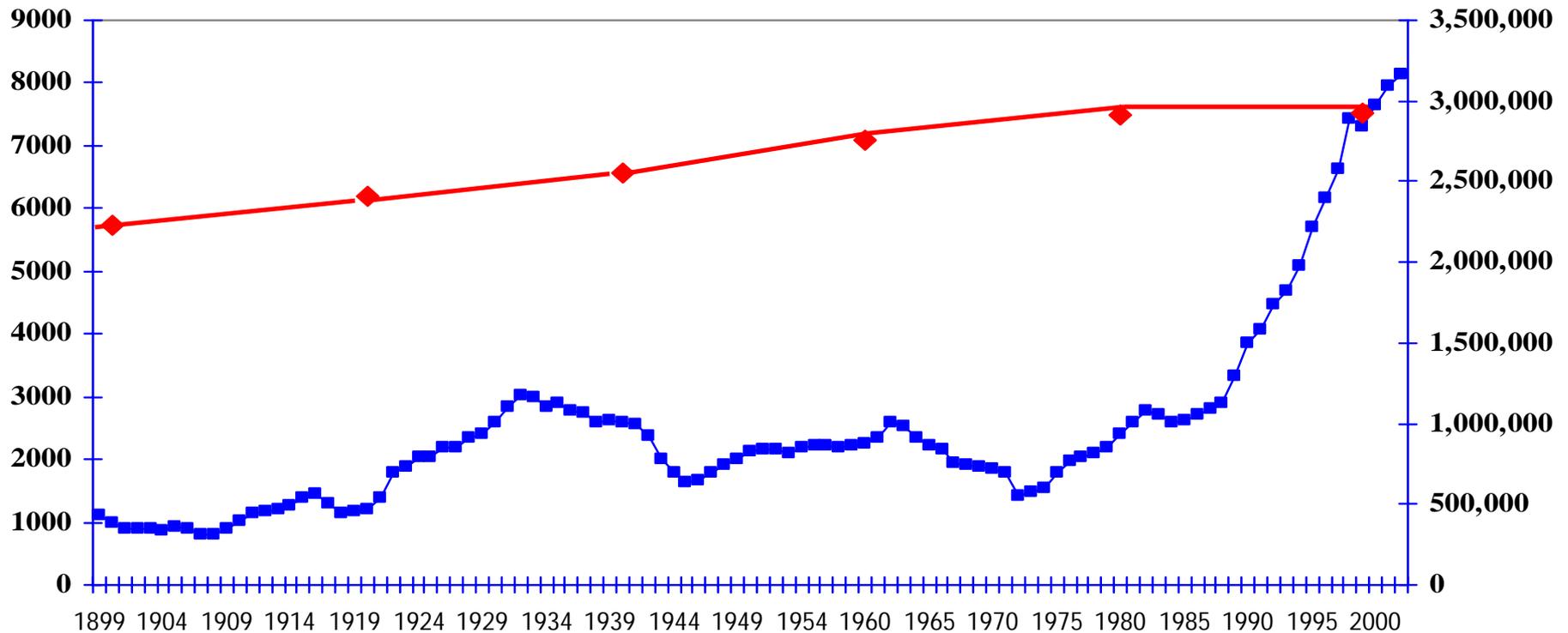
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According to the Criminal and Juvenile Justice Planning Division of the Department of Human Rights, the Iowa prison population is projected to reach 12,127 inmates by FY 2012, if current correctional policies and laws remain in place.

If the inmate population reaches 12,127, five new 750-bed prisons will need to be built at a cost of \$45,000,000 per prison. Each prison will incur annual operating costs of approximately \$28,000,000. The Subcommittee may want to examine alternatives to building new prisons.



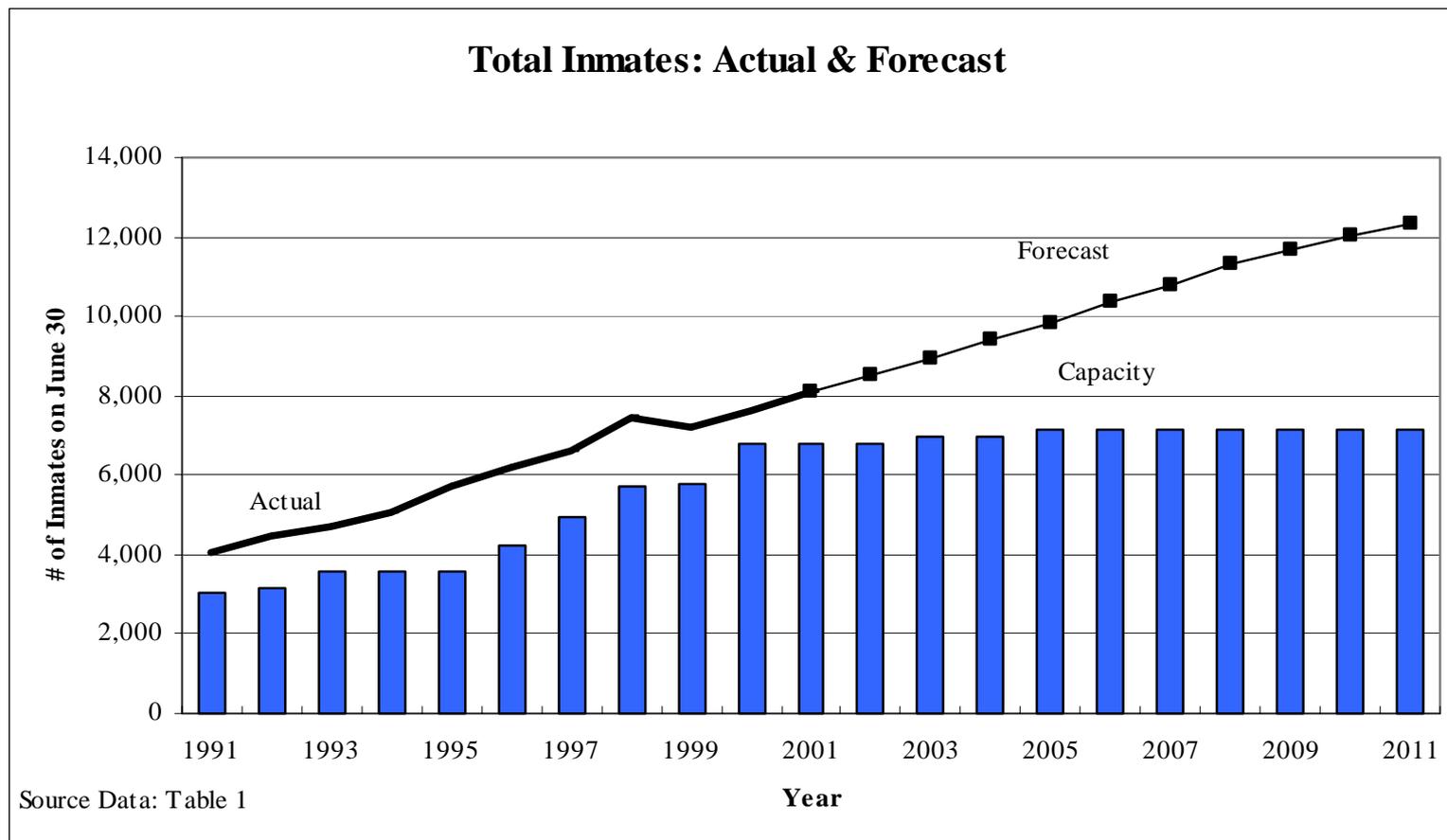
# State & Prison Population



■ Inmate Population    ◆ Iowa Population



# Inmate Population Forecast



Source: Criminal and Juvenile Justice  
Planning, Iowa Department of Human  
Rights



# Average Length of Stay

**Table 6. Inmate Average Length Of Stay (In Months)**

	1991	1996	1997	1998	1999	2000	2001	% Change 1991-2001	% Change 2000-2001
<i>New Admissions:</i>									
*No Parole - Murder-2nd	136	190	510	510	510	510	510	275%	0%
*No Parole - Other Class B	67	85	255	255	255	255	255	281%	0%
*No Parole - Class C	31	37	102	102	102	102	102	229%	0%
*No Parole - Habitual Class C	33	47	153	153	153	153	153	364%	0%
*No Parole - Sex Predators	27	34	212	212	212	212	212	685%	0%
B Felony	67	85	103	88	105	81	87	30%	7%
C Persons	31	37	41	45	46	50	51	65%	2%
C Non-Persons	17	25	25	24	24	24	24	41%	0%
D Persons	17	22	22	20	22	24	25	47%	4%
D Non-Persons	10	14	14	16	16	16	15	50%	-6%
Other Felony	33	47	43	52	57	47	44	33%	-6%
Agg Misd Persons	9	9	11	10	11	11	10	11%	-9%
Agg Misd Non-Persons	7	9	8	9	9	9	9	29%	0%
Serious Misd	6	9	8	9	6	8	8	33%	0%
Drunk Driving Initial Stay	2	2	3	3	4	3	2	0%	-33%
<i>Readmissions:</i>									
B Felony	25	24	28	36	63	30	27	8%	-10%
C Felony	17	18	21	22	22	19	18	6%	-5%
D Felony	9	11	12	12	12	13	11	22%	-15%
Other Felony	24	32	35	38	33	24	20	-17%	-17%
All Misdemeanors	7	7	9	6	9	9	7	0%	-22%
Violator Placement	--	2	2	2	2	4	5	NA	25%
Source: Adult Corrections Information System, compiled by CJJP									



# Admissions and Releases

Admissions	FY2002 (Revised)														TOTAL	Avg. FY02
	Avg. FY01	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun			
New Court Commitments	177	183	175	152	185	172	139	175	181	174	205	165	154	2060		
Probation Revocations	96	102	106	112	135	89	111	99	107	111	108	120	110	1310		
Parole Returns	38	36	42	24	37	21	29	41	38	34	45	58	38	443		
Parole Returned Pending Hearing	12	20	8	11	12	15	14	11	27	23	19	23	20	203		
Suspensions (Vio. Program)	26	49	22	32	29	18	22	34	9	40	44	32	25	356		
Shock Probation Return	6	13	17	13	13	8	13	11	39	10	12	15	11	175		
Escape Returns	16	16	16	22	21	12	17	22	19	14	17	20	18	214		
Work Release Returns	15	16	18	15	16	6	13	14	15	16	13	17	8	167		
OWI Facility Returns	4	6	4	7	3	11	3	7	4	5	7	8	3	68		
Other Admissions	56	50	47	41	72	46	37	63	59	61	59	75	60	670		
TOTAL	446	491	455	429	523	398	398	477	498	488	529	533	447	5666		

Releases	FY 2002														TOTAL	Avg. FY02
	Avg. FY01	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun			
Parole (In State)	67	72	117	89	129	107	164	130	95	101	97	93	87	1281		
Parole to Imm. Discharge	16	26	33	24	21	32	13	15	11	5	11	16	26	233		
Parole to Detainer	16	42	30	32	19	11	9	22	16	14	15	23	15	248		
Parole to Conditional Discharge (EOS)	77	67	69	66	59	49	61	69	72	66	61	70	85	794		
Parole to Work Release	93	96	131	82	94	103	108	80	127	98	99	101	90	1209		
Transfer to OWI Facility	22	24	21	24	14	22	14	17	19	11	11	22	16	215		
Parole to Shock Probation	23	23	27	19	18	22	17	18	16	22	18	21	31	252		
Transfer to Interstate Compact (Parole)	10	18	18	16	22	14	21	17	18	21	18	13	13	209		
Violator Return to Probation	15	17	7	15	19	11	14	25	19	19	14	9	31	200		
Other Releases	64	91	70	61	79	73	67	112	75	91	71	95	69	954		
TOTAL	403	476	523	428	474	444	488	505	468	448	415	463	463	5595		
Monthly Difference	(+36)	15	(68)	1	49	(46)	(90)	(28)	30	40	114	70	(16)	71	(-)	

Other= Appeal Bond; Death; Safekeeper; IA Inmate Returned From Interstate Compact; IA Inmate Returned from MHI-DHS; Trans From Juvenile Institution; Return to Cnt Corr Action/Transport Holdover; Viol. Release Unsuccessful/admin; Viol. Return to parole; Viol. Return to work release; escape from confinement; Release to Non-Shock Prob; Return to Parole After Hearing (includes Polk Co., detainees Revoked-Technical in nature); Release By Court Order; Release Trans Holdover

Revised October 2002

# Recent Prison Construction

Clarinda	750 Beds – Men – GP	4/1996
Newton	750 Beds – Men – GP	7/1997
Fort Dodge	750 Beds – Men – GP	7/1998
	400 Beds – Men – GP	2/2000
Mt. Pleasant	100 Beds – Women Special Needs	4/1999
Mitchellville	184 Beds – Women – GP	4/2000
	48 Beds – Women – GP	11/2000
Ft. Madison	200 Beds – Men Special Needs	9/2002
Oakdale	170 Beds – Men Special Needs	9/2005

GP = General Population



# **ISSUE: Growth of Inmate Population**

**Discussion Topic: Alternatives to building new prisons.**

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## **DISCUSSION**

- Community-Based Corrections' Opportunities
- Penalty Refinement
- Substance Abuse Issue – discussed Thursday
- Mental Health – discussed Wednesday
- Replace Federal inmates in state institutions
- Expand Newton by 400-beds – similar to Ft. Dodge
- Promising Programs: Drug Court, Inner Change Freedom Initiative, Education, Re-entry Preparation/Coordination, Substance Abuse Treatment, Day Programming, Day Reporting, Youthful Offender, Dual Diagnosis, Sex Offender Treatment

**Note: All Programs in Corrections have been impacted by budget cuts.**



# **ISSUE: Community-Based Corrections (CBC) Growth**

## **Discussion Topic: Alternative sanctions for low risk offenders.**

The CBC offender populations continue to increase and may increase from 26,459 in FY 2002 to between 40,261 and 40,723 offenders by FY 2012. Assuming the budget needed to fund the current level of services will increase at the same rate as the CBC offender population, the CBC District Departments will need a budget between \$81.30 and \$82.20 million compared to the FY 2003 budget of \$53.40 million.

This calculation does not address the range of risks and needs of offenders, which drive staffing patterns. More staff are required for offenders with higher risks and needs. The Subcommittee may wish to review alternative sanctions for low-risk offenders, such as community service sentencing, restorative justice panels, and financial penalties.



# ISSUE: **Community-Based Corrections (CBC) Growth**

## Discussion Topic: **Alternative sanctions for low risk offenders.**

- Who is a low risk offender?
- How many low risk offenders are in CBC?
- Supervision resources for low risk offenders.
- Community Service Sentencing
- Restorative Just Panels/Accountability Boards
- Victim Impact Panels
- Financial penalties
  - Restitution – \$4,134,592
  - Fines – data not presently available
  - Supervision Enrollment Fee – \$3,327,329



# Who Are Low Risk Probationers?

Total as of December 31, 2002 = 4,467

## Race Breakdown

White	3,642
African American	413
Native American	47
Asian	40
Hispanic	279
White Unknown Ethnic Origin	21
Unknown	25

## Sex of Offenders

Male	3,293
Female	1,172
Unknown	2

## Age Breakdown

Under 21	1,080
21 – 30	1,857
31 – 40	813
41 – 50	545
51 – 60	128
60+	44

## Employment Status

Unemployed	565
Full-Time	1,431
Part-Time	271
Welfare	2
Student	50
Other (Disabled, Retired, Seasonal, Spot Job)	106
Unknown	2,042

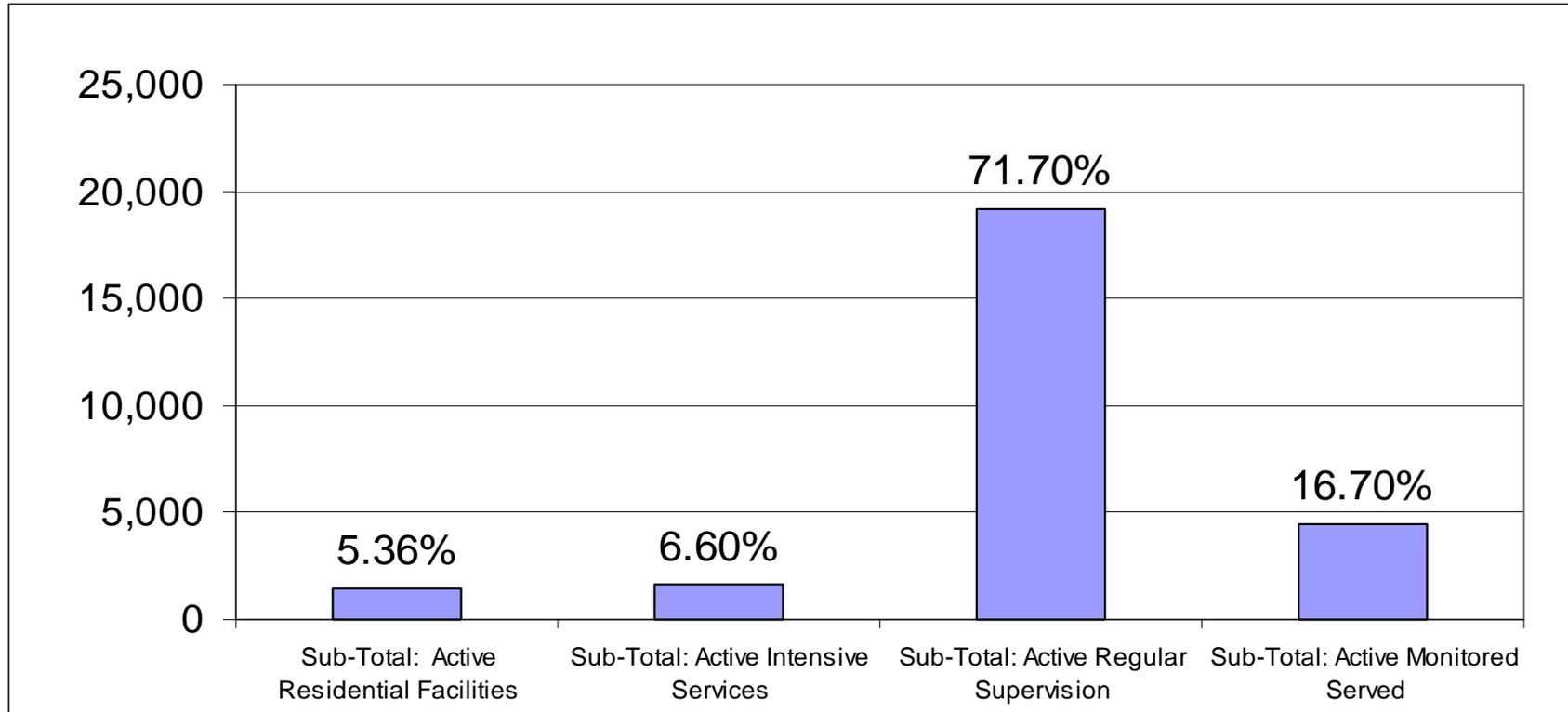
## What is the Most Popular Crime?

OWI 1 <sup>st</sup>	1,919
Prohibitive Acts-Possession/Delivery/Manufacture of Drugs	1,299
Domestic Abuse/Assaults	491
Theft/Burglary	283
Miscellaneous	475

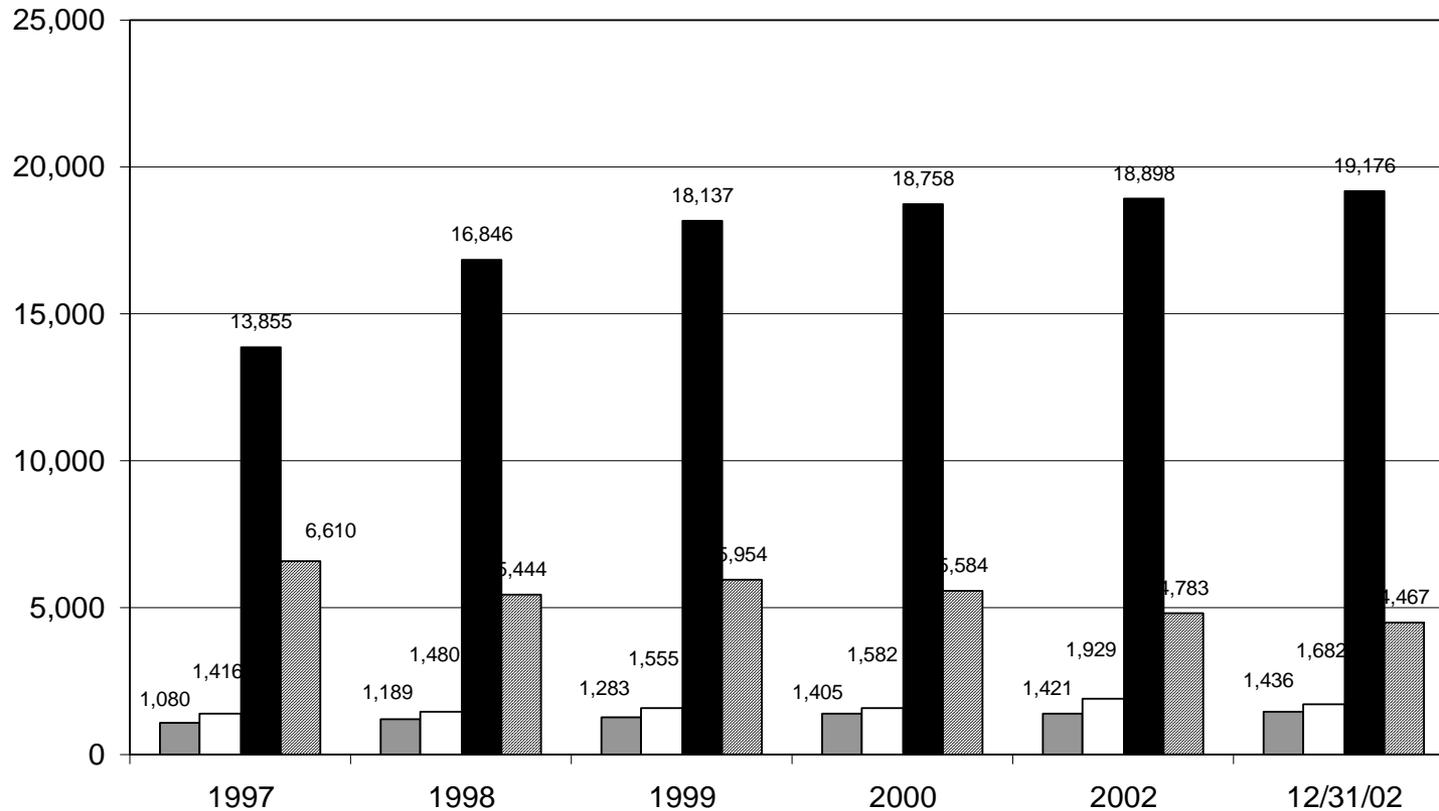
Source: E-1 Report  
January 2003



# Community-Based Supervised Population



# Community-Based Supervised Population

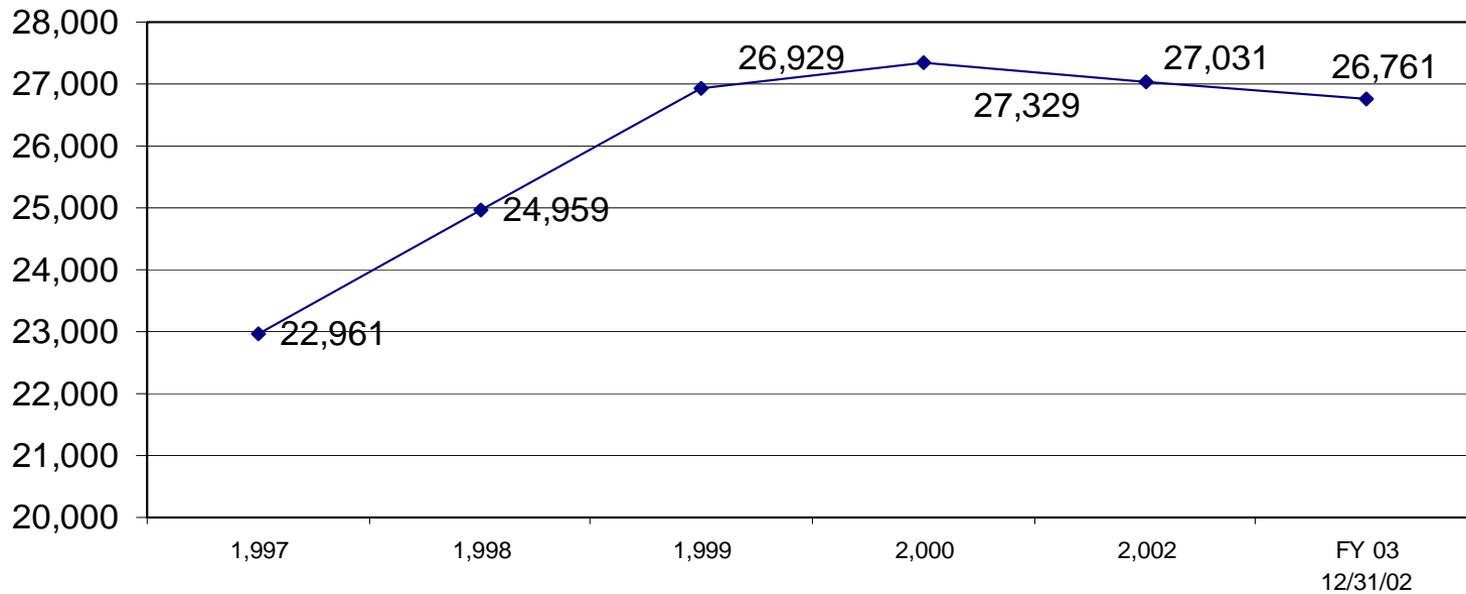


- Sub-Total: Active Residential Facilities
- Sub-Total: Active Intensive Services
- Sub-Total: Active Regular Supervision
- ▨ Sub-Total: Active Monitored

Current ratio of staff to offenders - FTE's  
 Active Residential Facilities - 307  
 Active Intensive Services - 54  
 Active Regular Supervision - 215  
 Active Monitored - 6



# Community-Based Total Supervised



## **ISSUE: Community-Based Corrections Administration**

### **Discussion Topic: The Subcommittee may want to review...**

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Pursuant to Section 905.7, Code of Iowa, the DOC provides assistance and support to each of the eight CBC District Departments. The General Assembly appropriates funds to the DOC and allocates those funds to the CBC District Departments. Each of the CBC Departments contracts annually with the DOC to provide for pre- and post-institutional services.

Each CBC District Department is under the direction of a board of directors and is administered by a director employed by the board. Expenditures incurred by the CBC District Departments are not included in the Iowa Finance and Accounting System (IFAS); however, pursuant to Section 905.8, Code of Iowa, financial statements are provided to the LFB on a quarterly basis. The Subcommittee may want to review the current administration of the CBC District Departments.



# ISSUE: **Community-Based Corrections Administration**

## **Brief Overview of Community-Based Corrections**

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- Established through Chapter 905, organized by Judicial District (since 1977).
- Locally administered by a Board of Directors.
- Department of Corrections role – oversight, funding.
- Currently supervise over 25,000 adult offenders, on probation, parole or pre-trial supervision, who reside in their own homes in the community.
- Currently operate 23 residential facilities around the state that collectively house 1,400 offenders on probation or work release.
- Approximately 1,100 employees statewide.



# ISSUE: Community-Based Corrections Administration

## District Boards

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- Members include: a county supervisor from each inclusive county, members from judiciary appointed by the Chief Judge, and members from project advisory committees throughout the district.
- Adopts bylaws and rules for the conduct of its own business and for the oversight of the district.
- Employs and evaluates a District Director.
- Reviews and approves the Purchase of Services Contract with the Iowa Department of Corrections and any other contracts necessary for district operations.
- Sets policy, oversees program operations which meets the specialized need of the district, and approves state funded budget requests and revisions.
- Recruits, promotes, accepts and uses local financial support for district programming.



# ISSUE: **Community-Based Corrections Administration**

## **District Director**

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- Performs the duties and responsibilities as delegated by the district board or specified by the Iowa Department of Corrections.
- Manages department programs in accordance with the policies of the district board and the Iowa Department of Corrections.
- Employs and supervises personnel of the district.
- Manages all fiscal operations of the district.
- Develops and submits to the district board a plan for the establishment, implementation, and operation of the community-based correction program in that district.
- Negotiates and implements contracts approved by the district board for service or treatment needs of the operation.



# ISSUE: **Community-Based Corrections Administration**

## **Role of the State Department of Corrections**

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- Provides assistance and support to each district through joint statewide projects, committees, and activities.
- Participates in monthly District Director meeting facilitating discussions on impacts within the corrections system.
- Establishes accreditation standards and conducts reviews of each Districts compliance.
- Works jointly with trained DOC and CBC staff in the application of the CPAI (Correctional Program Assessment Inventory) in assessing programs used throughout the state in CBC's.
- Maintains regulatory responsibilities in CBC programs, including: statewide planning, budget oversight, establishment of program guidelines, and development of performance measures.
- Executes the annual Purchase of Services contract and initiates the quarterly appropriation of state funds to each district.
- Serves as a resource by providing staff expertise in areas such as policy, personnel, fiscal, technology, legal matters, and program operations.



# ISSUE: Community-Based Corrections Administration

## Financial Systems – Each District

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- Serves as its own administrative agent to provide all accounting functions necessary for district operations as governed by Governmental Accounting, Auditing and Financial Reporting (GAAFR).
- Employs an administrative executive who is responsible to the Director to oversee all accounting and personnel activities to ensure proper policy and procedures are followed.
- Audited annually by the Iowa Office of State Auditor.
- Uses the Department of Management's budget system in developing, submitting, and revising the district budget.



# ISSUE: Community-Based Corrections Administration

## Financial Systems (cont.)

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- Manages locally-generated funds to offset requests for state dollars to support programming needs.
- Processes its own payroll or contracts with an outside agency to provide the service.
- Adheres to the provisions established in the AFSCME Collective Bargaining Agreement.
- Enters personnel information into the statewide Personnel Management Information System which is used by the Department of Management for planning and analysis.
- Submits quarterly and annual reports to the Department of Corrections detailing revenues and expenditures by cost center and funding source.



# **ISSUE: Community-Based Corrections Administration**

## **Community Involvement is Essential for Community-Based Corrections to be Effective**

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- Promotes local political support for supervising offenders in local communities.
- Promotes local law enforcement and judicial support for the CBC programs; districts are viewed as part of the local law enforcement community.
- Enhances the district department's ability to contract with local service providers.
- Enhances federal grant opportunities as district departments are considered local entities under federal guidelines. Certain funding streams are restricted to local rather than state agencies.
- Enhances creative community-based solutions to local problems by bringing together judges, attorneys, CBC District Departments, treatment providers, and neighborhood associations.



# **ISSUE: Community-Based Corrections Administration**

## **Community-Based Corrections in Iowa**

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- Is respected nationally as a model system that allows for creative, innovative, and effective decisions to be made on a local community level.
- Works because there is an effective collaborating relationship between districts and the Iowa Department of Corrections.
- Provides sound correctional management of offenders while engaging the community to take ownership of the offenders living in their communities.



# ISSUE: Community-Based Corrections Administration

## Community-Based Corrections in Iowa

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- Is effective because 85% of our work comes for the courts via probation and pre-trial services and local administration understands the needs of the communities and citizens because we work in the same locality.
- Is successful because of well-established relationships between community corrections agencies, local law enforcement, and service providers.
- Is flexible to implement “what works” based on our unique needs because we are locally administered.



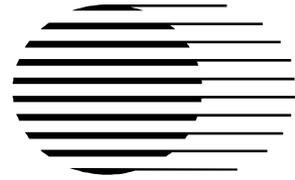
## **ISSUE: Mental Health**

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The Department is working with the University of Iowa School of Medicine and the Iowa Consortium of Mental Health Board to review the mental health system in Corrections, determine the needs of the system, and seek resources to address the mental health needs of inmates. Research has shown that as the numbers of mental health system beds decrease, the inmate population increases. The Subcommittee may wish to review this issue with the Department.



# Iowa Department of Corrections



## Presenters for February 12, 2003

**Lowell Brandt**, Director, Offender Services

**Harbans Deol, D.O., Ph.D.**, Medical Director

**Rusty Rogerson**, Warden, Iowa Medical and Classification Center

**Diann Wilder-Tomlinson**, Warden, Iowa Correctional Institution for Women

**Cindy Engler**, Division Manager for the Special Services Division, Sixth Judicial District



# **Research – Clinical Service Needs**

**Conducted by:**

**Dr. Rachel Anderson, PhD**

**Department of Health Management and Policy**

**College of Public Health**



# **RECOMMENDATIONS**

- **Number of mental health staff inadequate.**
- **Train front line correctional staff.**
- **Develop case management program with DHS to insure continuity of care from community to prison to community.**



## **RECOMMENDATIONS (cont.)**

- **Insufficient number of in-patient beds in the appropriate security level**
- **Consolidate inmates with psychiatric disorders into a specific facility designed and staffed to address their needs**



# **Research – Clinical Service Needs**

**Conducted by:**

**Dr. Michael Flaum, MD**

**Department of Psychiatry – UIHC  
Iowa Consortium for Mental Health**



# FINDINGS

- **18% of inmates have major mental health problems = 1,520 on 2/5/03**
- **29% of inmates direct release from prison have psychiatric diagnoses**
- **Between 80% - 85% of inmates are substance abusers**



# RECOMMENDATIONS

- **Staff should comply with American Psychiatric Association standards for jails and prisons.**
  - **1:150 standard**
  - **1:356 current**



## **RECOMMENDATIONS (cont.)**

- **Telemedicine is inappropriate for psychotic / violent inmates.**
- **Provide mental health training to all front line employees.**



# **IMPORTANT COURT CASES**



# Goff v. Harper – 8<sup>th</sup> Circuit

- **Resulted because of DOC inability to separate mentally ill and not mentally ill inmates.**



# Estelle v. Gamble

- **Defines “deliberate indifference” otherwise we knew, but chose to ignore.**



# Ruiz v. Estelle

- **Requires systematic program for screening and evaluating inmates in order to identify those who require mental health treatment.**
- **Treatment must entail more than segregation or close supervision.**



## **Ruiz v. Estelle (cont.)**

- **Treatment requires the participation of trained mental health professionals employed in sufficient numbers to identify and treat in an individualized manner.**
- **Accurate, complete and confidential records of all mental health treatment.**



## Ruiz v. Estelle (cont.)

- **Prescription and administration of behavior altering medications in dangerous amounts, by dangerous methods, without appropriate supervision and periodic review in unacceptable.**
- **A basic program of identification, treatment and supervision of inmates with suicidal tendencies is required.**



## **ISSUE: Medical Costs**

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The Department is working with the University of Iowa School of Medicine to streamline health care delivery. The Department has noted that costs for medical care of inmates have been increasing faster than the inflation rate, and more inmates need treatment for Hepatitis C Virus (HCV), Acquired Immune Deficiency Syndrome (AIDS), and mental illness. The DOC spent \$3,674,048 on drugs and biological medications in FY 2002, which is an increase of 7.24% compared to FY 2001. In comparing FY 2002 to FY 1991, the costs for drugs and biological medications increased by 1,618.94%. The Subcommittee may wish to review the Department's relationship with the University, results of any cost containment efforts, and the parameters of federal law in providing medical care to inmates.



# **DOC Health Conditions and Treatment**

Presented by  
Harbans Deol, DO, PhD  
DOC Medical Director

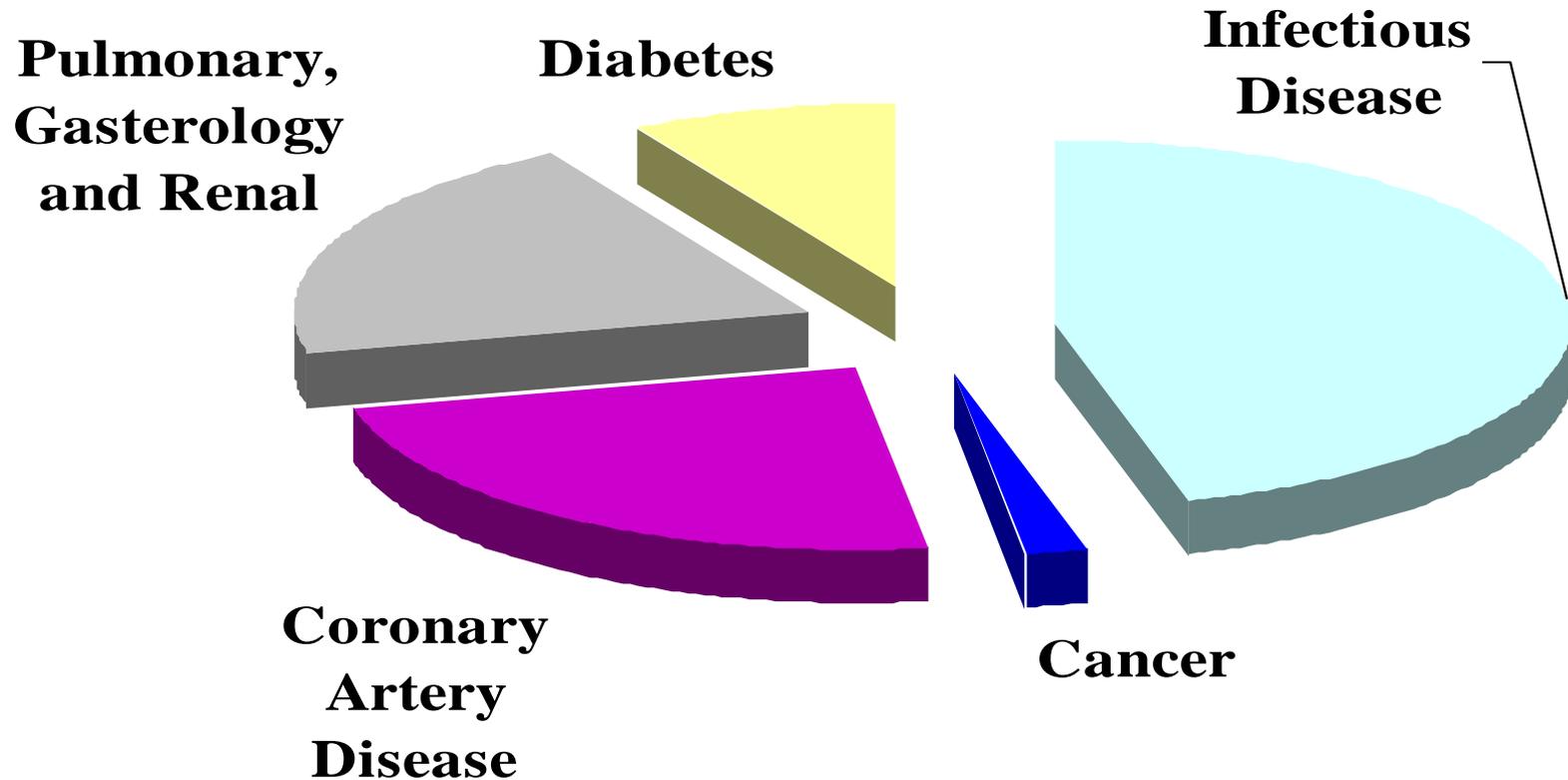


# Preventive Care Guidelines

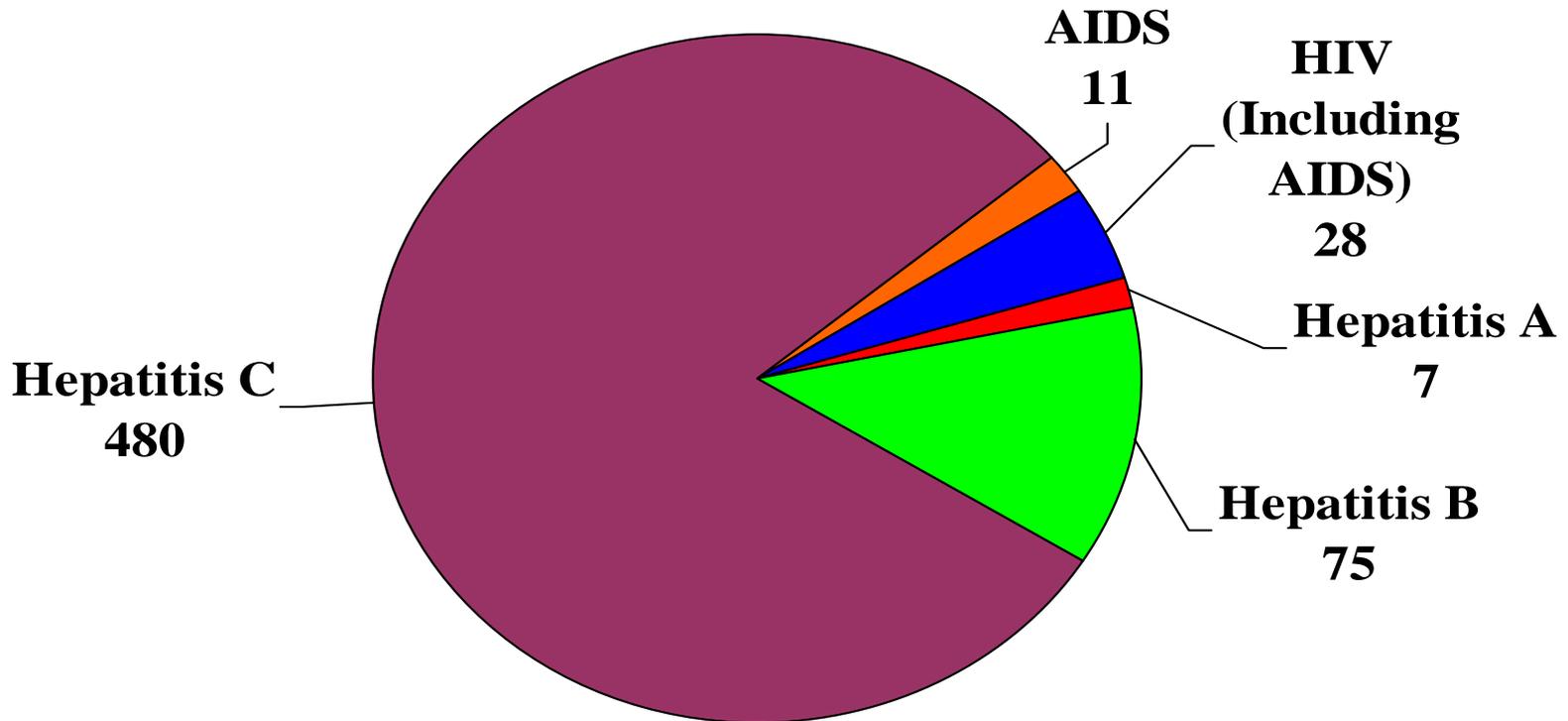
- American College of Physicians
- US Preventive Services Task Force
- Canadian Task Force on Periodic Health Exams
- CDC
- National Cholesterol Evaluation Program Panel
- Joint National Commission on High Blood Pressure
- American Cancer Society



# Total Major ICD9 Problems



# Infectious Disease

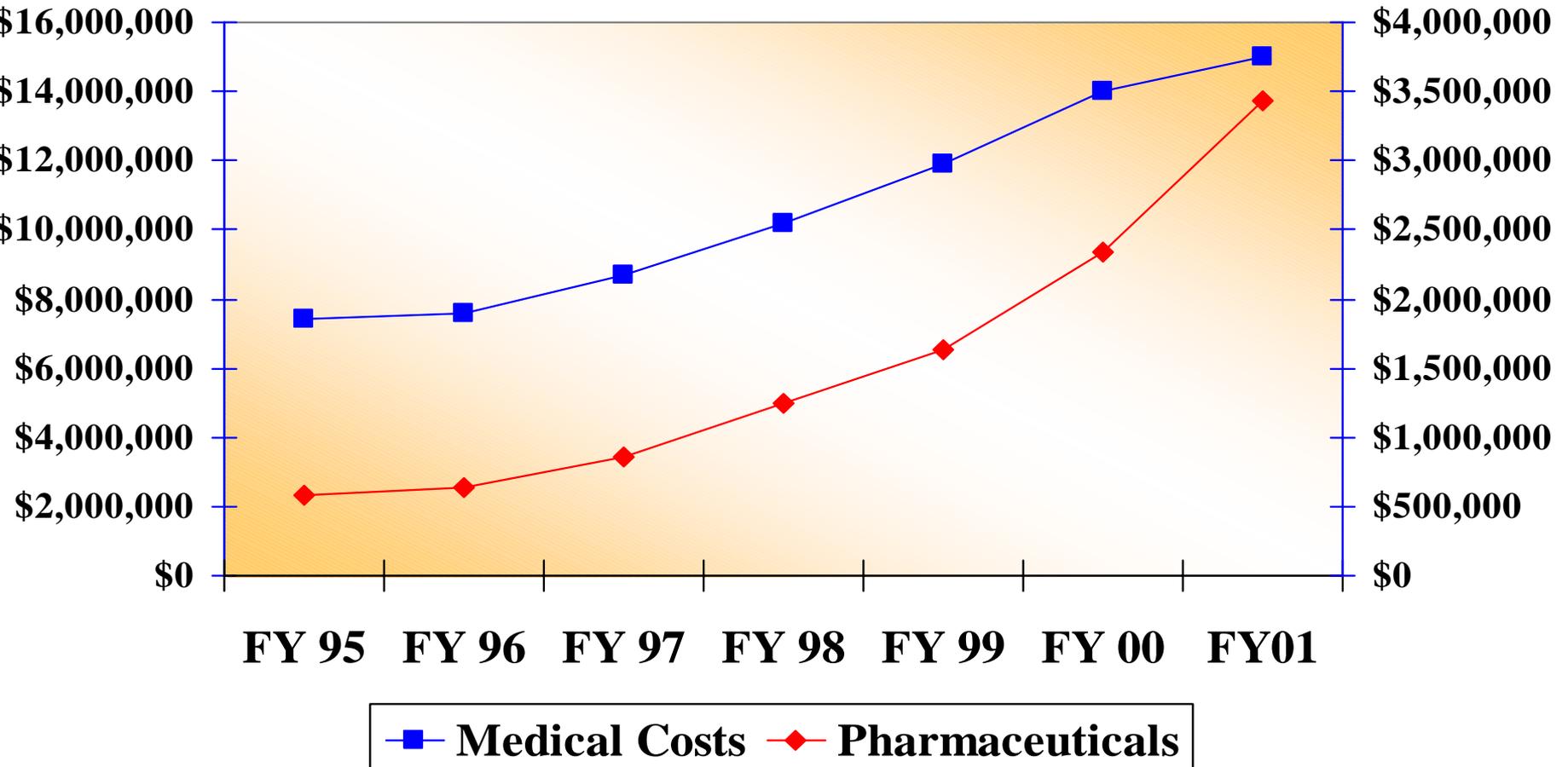


# Hepatitis C Treatment Costs

	# Inmates	Labs (Viral Load) Cost	INF * Cost	Side Effect ** (Per Week) Cost	Labs (Other) Cost	Consult Cost	TOTAL COST
<b>Total Hep C+</b>	525						
<b>Currently Being Treated</b>	13	\$240	\$1,560	\$1,100	\$500	\$263	\$230,140
<b>75% Anticipated Treatment</b>	394	\$240	\$1,560	\$1,100	\$500	\$263	\$6,974,998



# Medical / Pharmacy Costs



# Prevalence of Mental Health Disorders Among the Prison Offenders

2 – 4%	Schizophrenia or another Psychotic Disorder
13 – 19%	Major Depression
2 – 5%	Bipolar Disorder
8 – 14%	Dysthymia
22 – 30%	Anxiety Disorder
6 – 12%	Post-Traumatic Stress Disorder



# Cost of Mental Illness Medication

- a) Tricyclics                      \$9.45 – 19.43 / 30 days
- b) SSRI                              \$54.15 – 111.00 / 30 days
- c) Psychotropics                 \$7.30 – 23.50 / 30 days
- d) Atypical  
Psychotropics                    \$121.30 – 392.50 / 30 days



# Prevalence of Chronic Disease In Prison Population

- Asthma 8 – 9%
- Diabetes 5%
- Hypertension > 18%



# Estimated Prevalence of Infectious Disease

	<b>Prisons</b>	<b>U.S. Population</b>
<b>AIDS</b>	0.5%	0.09%
<b>HIV</b>	2.3 – 2.98%	0.3%
<b>Hep C</b>	17 – 18.6%	1.8%



# Consultation/Collaboration with UIHC (26 Departments)

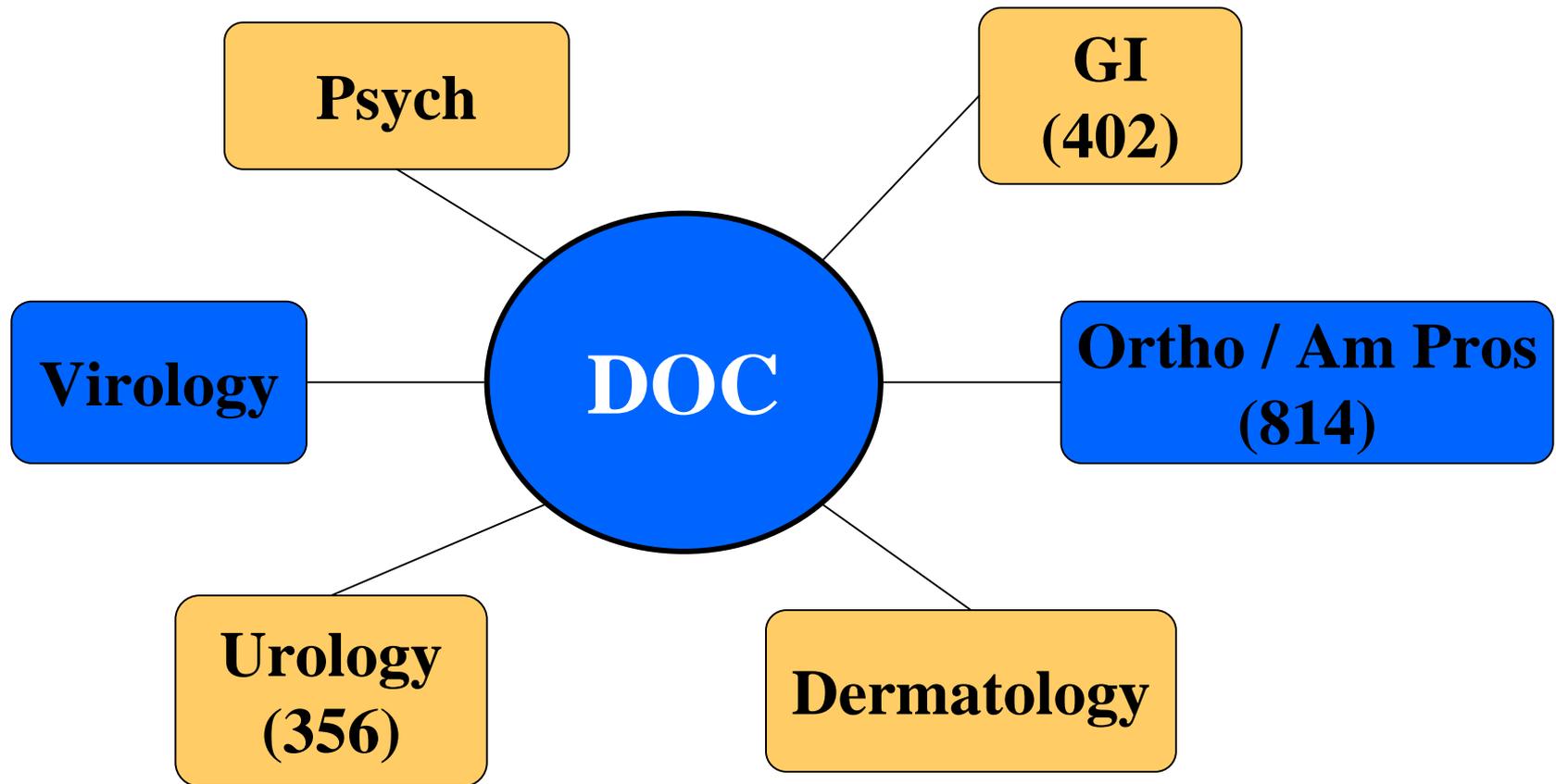
## High Volume Clinics

- Surgical Clinic (215)
- Ortho Clinic (814)
- Dermatology (327)
- GI Clinic (402)
- Psych Tele-Med
- Renal – Dialysis (308)
- OB Clinic (149)

Total Consults: 5,373



# Telemedicine Clinics Between UIHC and DOC



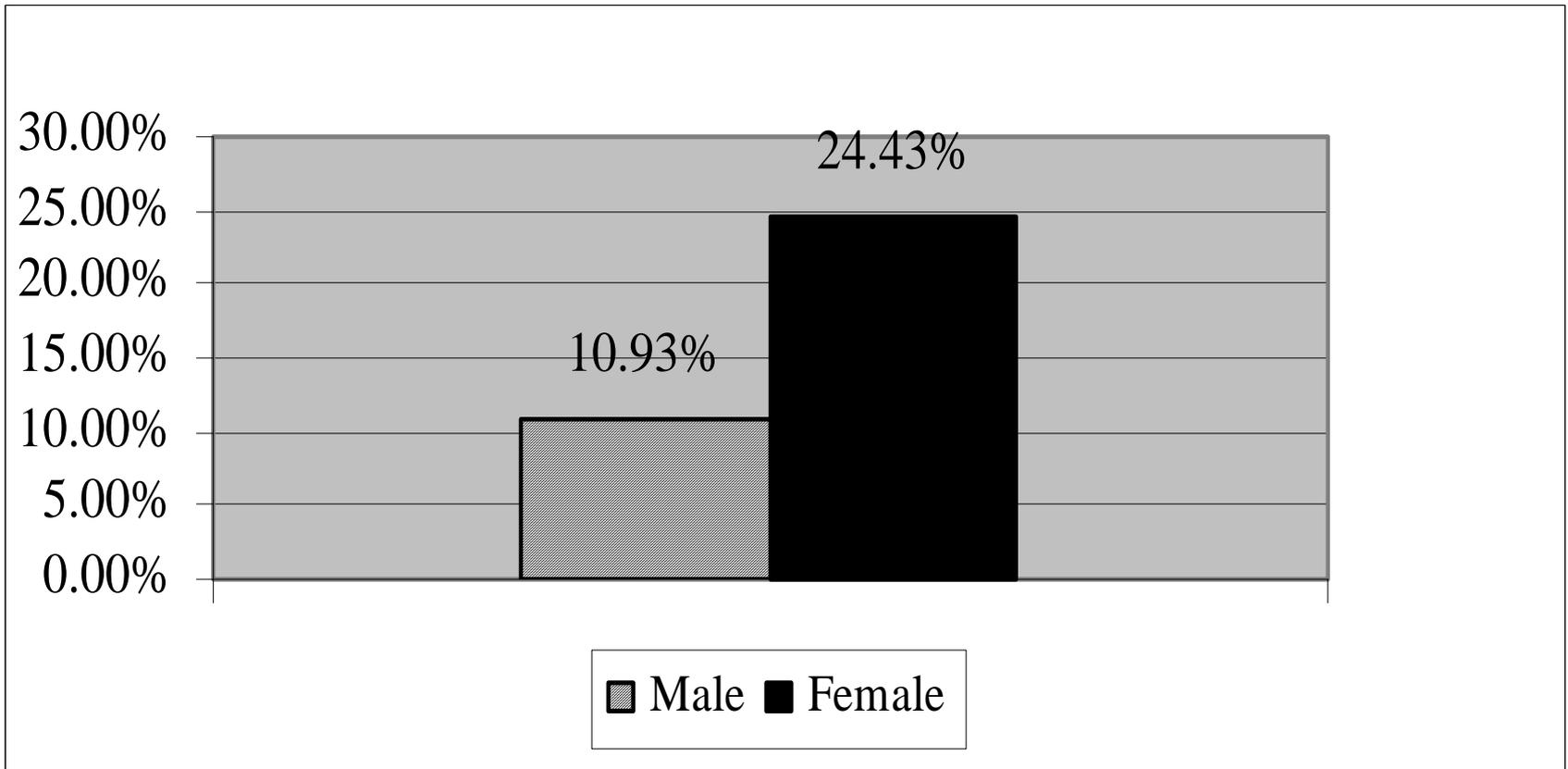
**“Prisons & jails offer uniquely important opportunities for improving disease control in the community by providing health care and disease prevention programs to a large and concentrated population of individuals at high risk for disease.”**

- Congressional Report

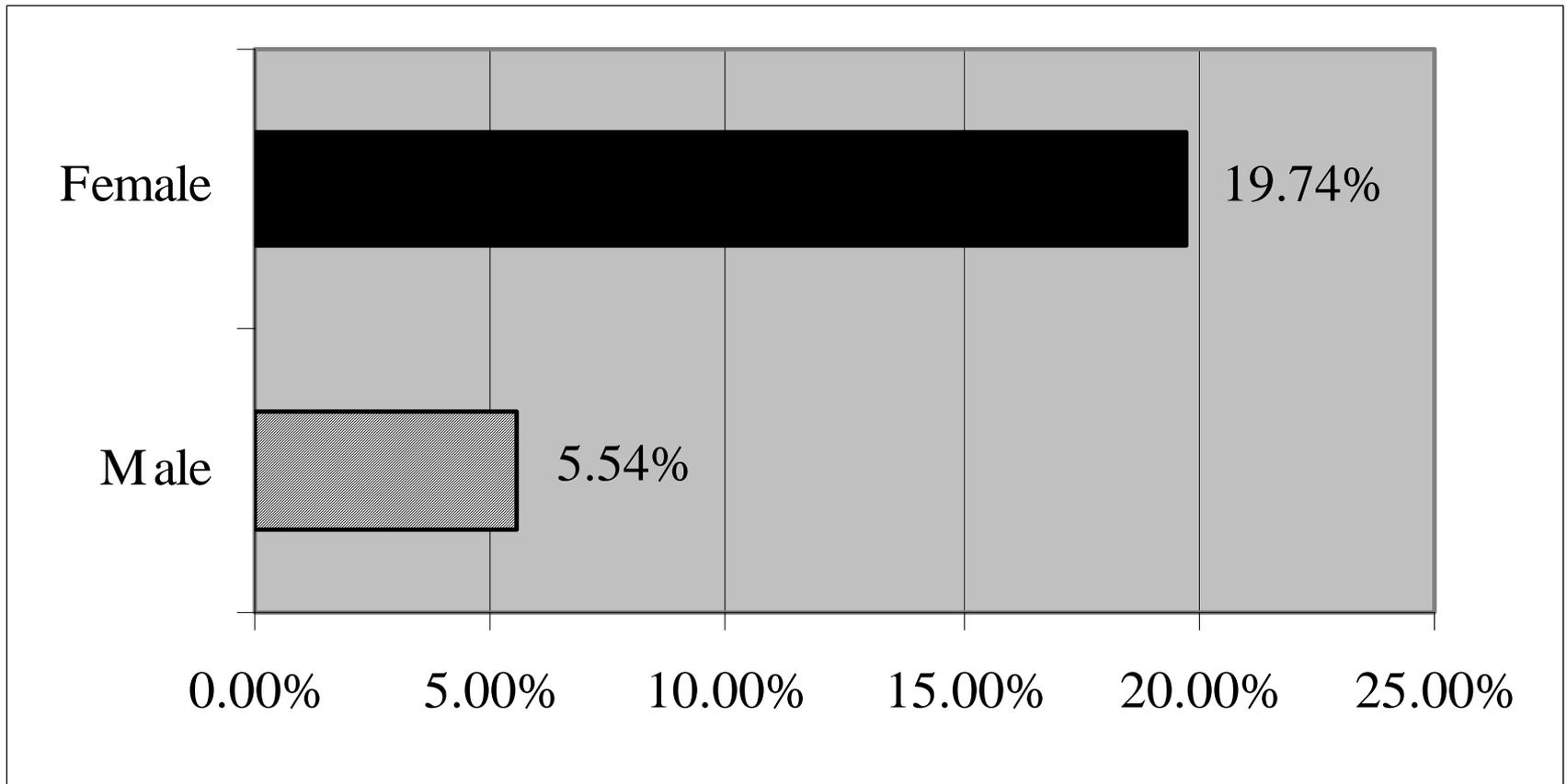
Annual Internal Medicine 118 (1993): 139-145



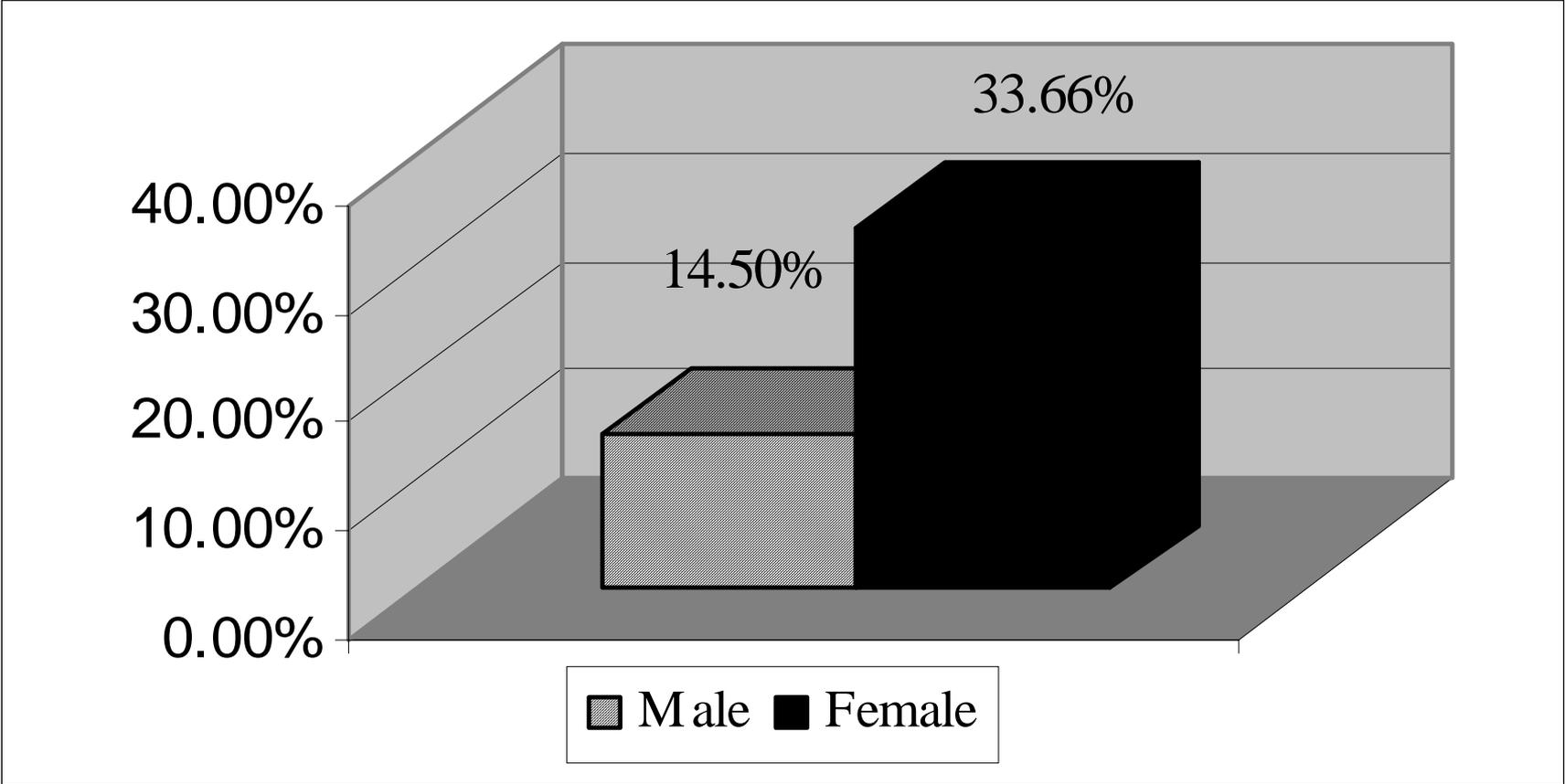
# Percentage of Population Use of Non-Appointment Sick Call



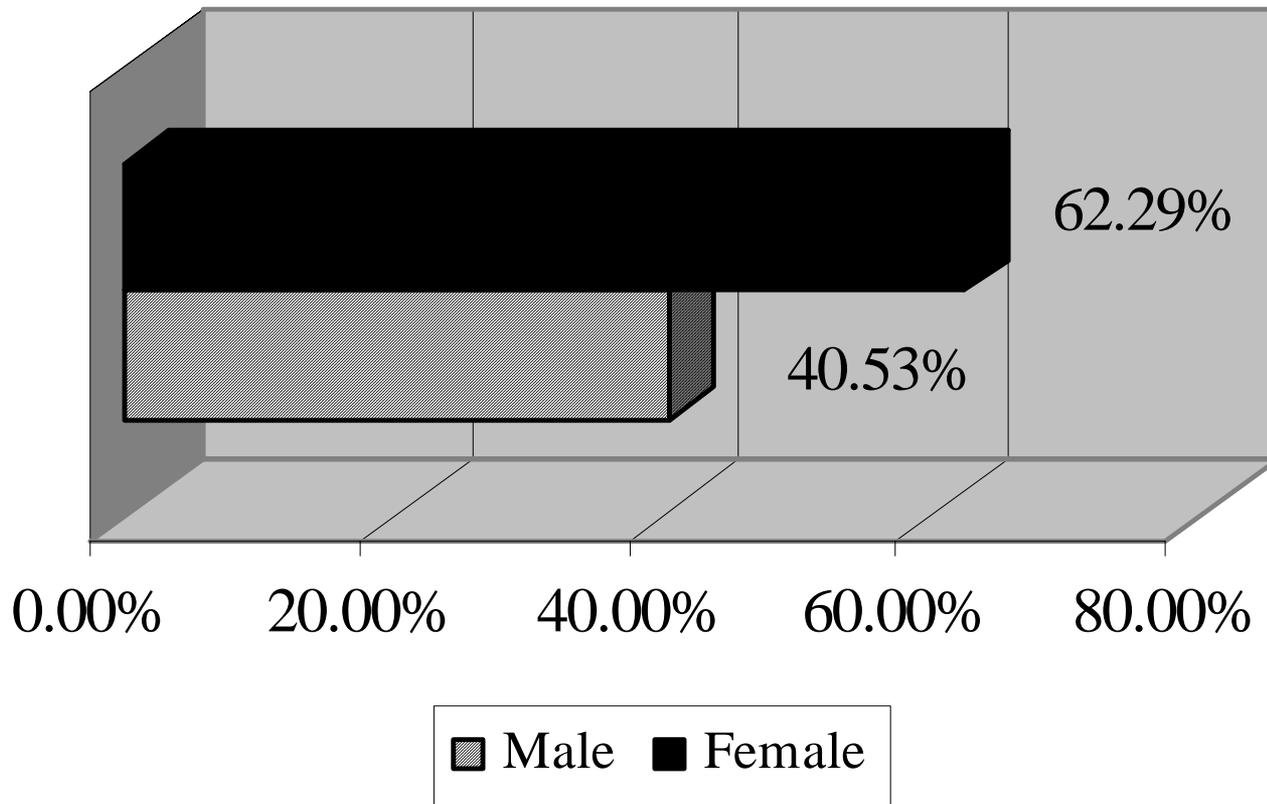
# Percentage of Population to Use Psych Telemed



# Percentage of Population on Psychotropic Medication



# Percentage of Population on All Types of Medications



## **ISSUE: Prison Education**

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The FY 2003 General Fund appropriation of \$100,000 is a decrease of \$2,806,741 (96.60%) compared to actual FY 2002. The DOC is using other funds, such as the Telephone Rebate Fund and the Centralized Canteen Fund, to continue the program in FY 2003. The Corrections Education Program will be substantially reduced in FY 2004, as it is highly unlikely other funding will be available. The appropriation of \$100,000 will be utilized to provide education to those developmentally challenged inmates under age 21 who have not received a high school diploma or General Equivalency Degree (GED).

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## **ISSUE: Prison Education (continued)**

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Literacy is a significant problem that limits employment for the inmate population, and the Department has focused educational resources on literacy for the past several years. Research suggests inmate education increases employability of released inmates and reduced recidivism. Vocational education is provided primarily in conjunction with Prison Industries. The Subcommittee may want to examine the effectiveness of funding streams and involvement of Iowa Prison Industries.



## **ISSUE: Prison Education – History**

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- Current correctional education system was established July 1, 1990 when the DOC entered into contractual agreements with the community colleges for each of the catchment areas of the prisons. Five community colleges serve the 9 primary prison sites.
- Literacy and GED programming are the primary focuses of the education programs.
- In March 1994, the DOC and the Department of Education established a plan for incorporating special education services into the offerings at each institution. As in the public school arena, the special education services complement the regular education services already being provided.



## **ISSUE: Prison Education – Funding**

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- The contracts with the community colleges had been funded through state general fund appropriations. They have been supplemented with Title I and Carl D. Perkins federal funds, which are only available if general education programming is provided.
  - In FY 2001 the general fund appropriation for correctional education programs was \$3.2 million. In FY 2003 the appropriation is for 100,000.
- The prison population has grown from 7,650 to 8,450 in the past 3 years.
- The special education services are funded by each offender's local school district or by the Department of Education if the offender is from out of state.



## **ISSUE: Prison Education – Level of Service and Need**

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- The monthly average number of students served in FY 2001 was 1,212 compared to a monthly average of 945 students served to date during FY 2003. The monthly average number of contact hours in FY 2001 was 35,239 compared to a monthly average of 28,940 contact hours to date during FY 2003. The total number of education staff employed in FY 2001 was 76 compared to 39 staff currently employed.
- Over 150 students receive special education support services in prison each year.
- There are 385 offenders age 21 or under who do not read at the 6<sup>th</sup> grade level and/or do not have a high school diploma or GED.

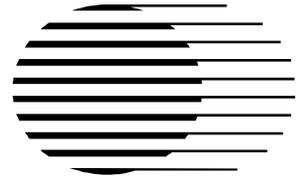


## ISSUE: **Prison Education – Impact**

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- Three State Recidivism Study
  - Maryland, Minnesota, and Ohio prisons
  - Simply attending school while incarcerated reduced return to prison rates from 31% to 22%.
  - There was an estimated return of \$2 for every \$1 spent on education.
- A Washington State Public Policy Institute review of various studies found estimated that the benefit-to-cost ratio of basic inmate education in prison is \$5.65 to \$1 because of reductions in recidivism.
- There were 457 GEDs awarded in FY 2001.
- Education programs offer constructive, pro-social activity for offenders.
- Offenders who participate in education programs in prison often failed to successfully participate in such programs on the outside.





# Iowa Department of Corrections

## Presenters for February 13, 2003

**Lowell Brandt**, Director, Offender Services

**Sally Kreamer**, Assistant Director, Fifth Judicial District

**Joel McAnulty**, Parole/Probation Officer 3, Second Judicial District

**Roger Baysden**, Deputy Director, Iowa Prison Industries

**Cornell Smith**, Deputy Warden, Clarinda Correctional Facility

**John Mathes**, Warden, Iowa State Penitentiary



## **ISSUE: Alternative Sanctions for Drug Offenders**

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Drug offenses are the most common type of offense for new prison admissions and are expected to increase in the future. New prison admissions for drug offenses during FY 2002 were a record 959, an increase of 7.60% compared to FY 2001 and a 105.80% increase compared to FY 1996. The Subcommittee may wish to review alternatives to incarcerating substance-abusing offenders, such as drug courts, the Violator Program, and the proposed Knoxville facility.



# Drug Courts

## Currently 6 Drug Courts in 5 Districts

- 2<sup>nd</sup> Marshalltown (2000) and Mason City (2001)
- 3<sup>rd</sup> Sioux City (1998)
- 4<sup>th</sup> Council Bluffs (1998)
- 5<sup>th</sup> Des Moines (1996)
- 7<sup>th</sup> Davenport (2002)

## Iowa uses different models:

- Judge-based and Accountability Board-based
- Pre-adjudication and post-adjudication



# Drug Courts

Drug Courts primarily target non-violent offenders.

Drug Courts target those who would otherwise go to prison.

The current Drug Court programs in Iowa do not receive State general funds. Federal dollars and tobacco funding covers the correctional supervision and coordination needs of the program. There is a reliance on the already limited treatment services available in the community.



# Drug Courts

Drug courts are just one of several options for drug offenders. It may be used in conjunction with other treatment activities.

Drug courts fit into the intermediate sanctions continuum concept.



# Drug Courts

## Data:

- 334 offenders were seen by Iowa Drug Courts in FY 2002.
- Only about 15% of Drug Court offenders were revoked to prison in FY 2002.
- 57,671 prison bed days were saved by offenders who were successfully involved in Drug Court programs in FY 2002.
- Drug testing results for FY 2002
  - 15,630 drug test screens
  - 365 (2.3%) were positive



# Violator Programs

- Programs exist at Mitchellville, Newton, and Fort Dodge.
- Expanded from 60 days to a 4-6 month program in December 1999.
- Almost always a last stop before prison.
- Accepts probationers, OWI program participants, work releasees, and parolees.
- The period of sobriety coupled with a more intensive period of treatment is beneficial because:
  - There are an insufficient number of community-based treatment resources.
  - Violator programs address a number of other issues beside substance abuse.
- 411 offenders served annually.
- RVP graduated 165 offenders this past calendar year. Only 17 have returned to prison.
- There is a Violator Aftercare component in the community.



# Knoxville Concept

- Need for longer-term, residential-based treatment for probationers whose primary problem is substance abuse.
- Knoxville plan called for a 100 bed intensive treatment program lasting 6 months.
- There would have been 60 staff.
- The first year budget would have been \$3.8 million which included the cost of the building lease, personnel, initial equipment purchases, housing, food, clothing, and all treatment services.



# Knoxville Concept

## Based upon “What Works” concepts:

- It would be a Therapeutic Community model.
- Placement of probationers in a treatment setting with others who have less of a criminal orientation has value.
- Offenders would be screened for placement to ensure that there would be an appropriate match of need with intensity of treatment.
- The length of treatment would correspond with research recommendations of 6 to 12 months.
- The real value would have come from providing intensive treatment services, not just housing.



# General Comments

There needs to be a continuum of substance abuse treatment services readily available in the community which can address the varying levels of needs among offenders.

When it can be done safely, delivering treatment in a community setting is generally more effective than when delivered in an institutional setting.

Thorough screening and assessment processes are essential for the most cost-effective treatment placement decisions.

Offenders who have a stronger criminal orientation can be disruptive and detrimental to less criminally-oriented offenders when placed in the same treatment settings. The type of treatment being delivered should be different depending on the level of criminality of the participants.

The effectiveness of any substantial treatment effort is dependent upon the length and quality of aftercare services provided.



## ISSUE: Iowa Prison Industries

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Beginning in FY 2001, amounts paid for room and board by prison inmates with earnings from private sector employment were deposited in the General Fund. The program generated \$856,000 during FY 2001 and \$706,000 during FY 2002 for the state General Fund. The Subcommittee may want to examine the inmate employment situation and the hard labor law (Section 904.701, Code of Iowa), particularly in light of the current increase in the Iowa unemployment rate. The Subcommittee may also want to inquire into the effectiveness of inmate employment for rehabilitation and reduction of recidivism.



## **ISSUE: Iowa Prison Industries**

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### **Work is the Oldest Correctional Program in the World**

- 100% self-funding
- Purchase all equipment/vehicles from sustainable income.
- Purchase all raw materials from sustainable income.
- Fund construction costs of factories.
- Pay 76 staff salaries (down from 84 in 1996).
- Operate 30 training centers in 7 institutions, up from 3 institutions five years ago.



## **ISSUE: Iowa Prison Industries (continued)**

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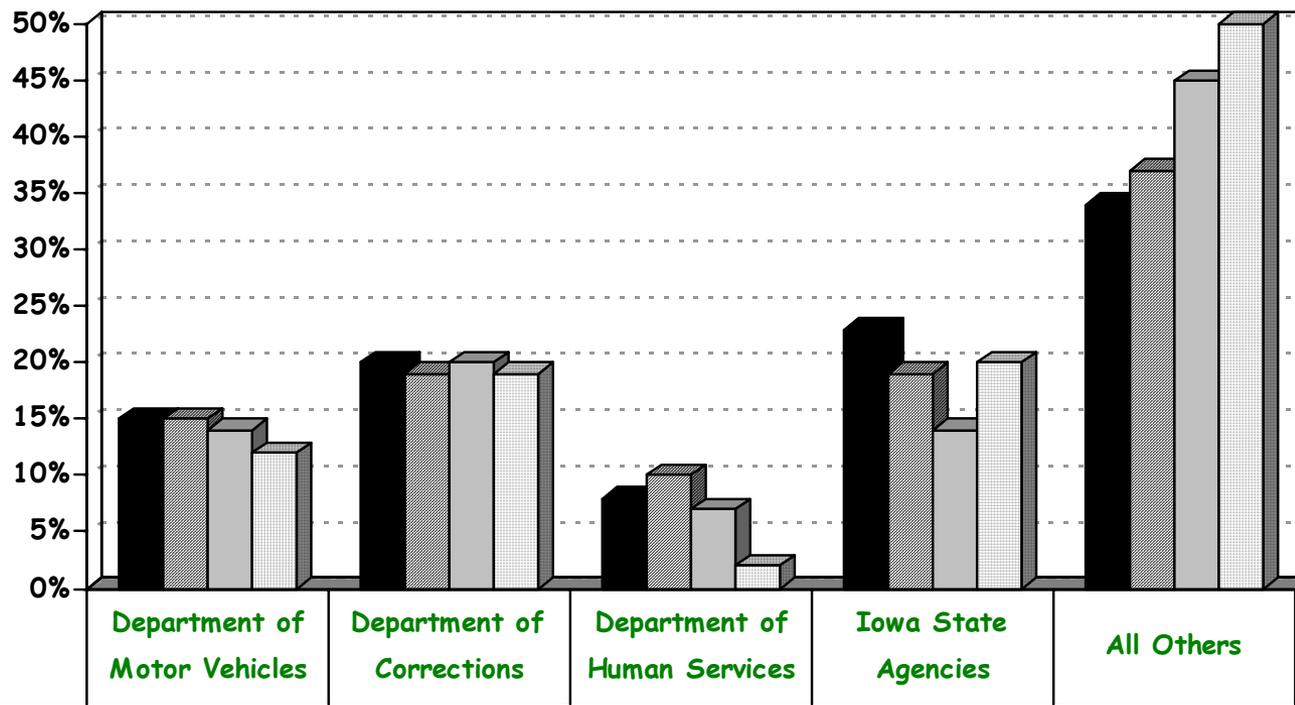
### **Work is the Oldest Correctional Program in the World (cont.)**

- Fund Vocational Training/Braille/Auto Body/Canteen. Unfunded Mandate 904.102.
- Fund/supervise over 400 inmate work opportunities daily.
- Provide 926,000 hours of inmate work last year, up from 600,000 in 1996.
- Customer base is limited to tax supported purchasers.
- IPI assists with inmate control.



# ISSUE: Iowa Prison Industries (continued)

## Key Customers



	Department of Motor Vehicles	Department of Corrections	Department of Human Services	Iowa State Agencies	All Others
■ 1998-1999	15%	20%	8%	23%	34%
▨ 1999-2000	15%	19%	10%	19%	37%
▩ 2000-2001	14%	20%	7%	14%	45%
▪ 2001-2002	12%	19%	2%	20%	66%



# **ISSUE: Iowa Prison Industries (continued)**

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## **Requirements of Prison Industries Enhancement**

- ✓ Inmate work must be voluntary.
- ✓ Wages paid must be comparable to “local market” workers.
- ✓ Inmate workers cannot displace existing workers
- ✓ Inmates must be covered under workman’s compensation.
- ✓ Inmates ARE NOT eligible for unemployment compensation.
- ✓ The Department of Corrections must submit quarterly reports detailing inmate distribution.

## **Inmate Income Distribution (Iowa Code 904.801)**

- ✓ 20% taxes
- ✓ 20% Inmate Account
- ✓ 20% Restitution
- ✓ 5% Victim’s Compensation
- ✓ Undetermined Amount for child support
- ✓ Undetermined Amount for court ordered deductions
- ✓ Balance to General Fund



# Private Sector Deductions

## FY 1996 - 2002

<b>FY 1996 Total Deductions = \$90,662.00</b>	<b>Total Hours – 25,538</b>
<b>FY 1997 Total Deductions = \$606,897.00</b>	<b>Total Hours – 71,104</b>
<b>FY 1998 Total Deductions = \$1,225,491.00</b>	<b>Total Hours – 154,649</b>
<b>FY 1999 Total Deductions = \$2,327,186.00</b>	<b>Total Hours – 330,748</b>
<b>FY 2000 Total Deductions = \$2,762,989.00</b>	<b>Total Hours – 383,269</b>
<b>FY 2001 Total Deductions = \$2,514,807.00</b>	<b>Total Hours – 342,173</b>
<b>FY 2002 Total Deductions = \$2,149,074.00</b>	<b>Total Hours - 298,803</b>



## **ISSUE: Iowa Prison Industries (continued)**

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### **Challenges:**

- Ever changing customer base.
- Balance of maintaining negative cash flow businesses.
- Unfunded mandates.
- Foreign and domestic encroachment on our customers (page 33).

### **Opportunities:**

- BJA Funding Recidivism Study
- National Leadership
- Satisfied customers (page 24, 25, and 26).
- Serving the greater good/communicating work programs



## **ISSUE: Iowa Prison Industries (continued)**

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### **Private Sector Program**

- H & H Cargo Trailer Company entered into a contractual agreement to build car and utility trailers in 12 sizes. The operation has been in production since December 2000, and has now become the largest, single private sector employer of offenders/inmates in the State of Iowa.

### **Benefits**

- A typical private sector industry operates five days a week, 365 days a year, except holidays.
- At Clarinda Correctional Facility, 49 offenders/inmates work hours annually is 33,792 . Before private sector, there was no transferable skilled jobs at institutions.



## **ISSUE: Iowa Prison Industries (continued)**

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### **Private Sector Program**

#### **Benefits (continued)**

- Offenders have benefited from the opportunity to receive vocational training, on-the-job experience, interpersonal skills and valuable work experience.
- Private sector programs are a legitimate use of offenders/inmates' time and talents. It allows offenders the opportunity to work during their incarceration as it relates to being productive .
- Offenders benefit greatly from work experience, which provides valuable work-readiness skills upon release from incarceration.



## **ISSUE: Iowa Prison Industries (continued)**

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### **Private Sector Program**

#### **Benefits (continued)**

- This type of employment provides and shows offenders/inmates are being productive in prison and receiving meaningful job training experience.
- The type of job classes are: janitorial, wiring, finisher, fabricator, welder and washer/coater.



## **ISSUE: Iowa Prison Industries (continued)**

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### **Private Sector Program**

#### **Benefits (continued)**

- Private Sector employment reduces idleness.
- A major concern is that the Private Sector operation has only one Correctional Officer (FTE ) funded.
- H & H's operation requires two full-time Correctional Officers.



## **ISSUE: Iowa Prison Industries (continued)**

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### **Private Sector Program**

#### **Benefits (continued)**

- Clarinda Correctional Facility does not retain any of the Rest and Remainder.
- H & H has requested and proposed to start a second shift for the second time. CCF is unable to move forward due to no funds.
- Clarinda Correctional Facility greatly appreciates the Private Sector venture, gives offenders an opportunity to gain valuable employment/job skills.
- Private Sector work reduces inmate idleness.



## **ISSUE: Iowa Prison Industries (continued)**

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- **What inmate work means to prisons.**
- **Types of Work Programs at Iowa State Penitentiary.**
- **Impact of Work Programs.**



# NOTES

